

HOW WILL ADVANCES IN TECHNOLOGY
IMPACT ALTERNATIVE SENTENCING AND TREATMENT STRATEGIES
FOR MENTALLY ILL OFFENDERS BY THE YEAR 2010?

A project presented to
California Commission on
Peace Officer Standards and Training

by

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This Command College project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future, creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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Chapter 1

INTRODUCTION

Context of the Issue

In the United States today, there are more than six million adults incarcerated, on parole, or on probation. The numbers are staggering with more than 1.2 million people in prison, four million people on probation or parole, and almost 10 million adults being booked into jail each year (Correctional Populations in the U.S., 1996; Chavez, 1999). These populations are continuing to grow at a rate of almost 4 percent per year as stiffer penalties and mandatory sentencing laws increase the numbers of adults in jail, prison, or under community control (Bonzcar & Glaze 1998). If present trends continue, 5 percent of all Americans will go to prison during their lifetime (Anderson, 1999).

As correctional populations have increased, so have the costs of housing and caring for these individuals. Not taking into account fixed costs such as medical expenses, the operational costs to house one prisoner in California are approximately \$25,000 per year (Little Hoover Commission Report, 1998). The State of California spends close to \$6 billion on its prisons and jails every year, which translates into more money being spent on corrections than on higher education. The focus on punishment and corrections has significantly impacted public budget demands as the California prison population has continued to grow at a pace to fill two new prisons every year (Costs of Prisons & Jails, 1999). With projections indicating that prison populations will continue to escalate, the California Department of Corrections recently concluded that

17 new prisons, at a total cost of \$10 billion, will be needed by the year 2006 to handle the influx of new inmates (Little Hoover Commission Report, 1998).

Although inmate populations are increasing and the need for new prisons is acute, it will be difficult to build more prisons and house additional inmates due to budgetary cost constraints and competition for public resources. Simply put, public resources will not be able to keep pace with the current rate of increases in inmate populations. Therefore, state and local policymakers must be prepared for a future that involves greater use of drug courts, electronic monitoring of offenders, and alternative sentencing and treatment of persons who are deemed to be mentally ill.

Statement of the Issue

A considerable percentage of the correctional population in the U.S. are persons diagnosed as suffering from a mental illness. The U.S. Department of Justice acknowledged that at least 16 percent of all inmates in America's prisons and local jails are mentally ill (Ditton, 1999). In Ohio alone, more than 20 percent of all prison inmates are enrolled in mental health programs (DeWine, 1999). The American Jails Association estimates that up to 700,000 seriously mentally ill persons are being booked into jail each year, with Los Angeles County alone treating more than 3000 mentally ill people every day (Chavez, 1999).

A large percentage of mentally ill inmates could have received treatment from a variety of public and private sources prior to being incarcerated. However, with the de-institutionalization of mental illness, many treatment options are not readily available.

The lack of resources and coordination between law enforcement, courts, prisons, educators, social workers, the medical profession, and other service providers have only exacerbated the problem of incarceration. Agencies designed to fight crime have to spend valuable resources providing mental health services to prisoners. The impact on law enforcement has been significant with jails and prisons having become the largest mental health care institutions in the country (DeWine, 1999).

The lack of a coordinated alternative sentencing and treatment strategy has contributed to a situation in which more than 300,000 mentally ill offenders are currently incarcerated and another 600,000 are on probation or parole at an enormous cost to society. Not only are mentally ill persons taking up space in correctional facilities, they also make up a sizeable percentage of the homeless population; are more likely to be unemployed; have a high rate of recidivism; and often have a family history of incarceration. In addition, more than 75 percent of mentally ill persons entering the criminal justice system have co-occurring substance abuse disorders (Chavez, 1999; Ditton, 1999). Those persons suffering from co-occurring substance abuse and mental disorders experience even more severe symptoms and greater functional impairment than persons with a single disorder (National Drug Control Strategy Annual Report, 2000).

The behavioral characteristics of mentally ill persons not receiving effective treatment negatively affects the quality of life in countless communities throughout the United States. With as many as one of every 10 police calls and one in 10 arrests

involving persons afflicted with mental disorders, the dysfunctional behaviors of mentally ill persons substantially increase the likelihood of contact with law enforcement; often with tragic consequences for everyone involved in the incident. For example, in less than one year, San Jose Police shot and killed five mentally ill suspects and Los Angeles Police have had twenty-five shootings during confrontations with the mentally ill during the past six years (Fresno Bee, 2000; Meyer, 1999). These events frequently contribute to community discord and create scrutiny of the actions of law enforcement personnel. Although a number of law enforcement agencies have developed Crisis Intervention Teams to handle calls involving mentally ill persons, the limitations of mere arrest and incarceration vividly portray the need to develop safe and effective strategies in handling mentally ill offenders.

New innovative approaches such as early intervention, integrated treatment, cross-training of staff, and better funding are being used throughout the United States. Perhaps the greatest potential benefit for society may come from alternative sentencing and treatment of the mentally ill who are convicted of criminal offenses. The sheer numbers of mentally ill persons who are now incarcerated indicate potentially tremendous cost savings for law enforcement, public agencies, and communities should effective alternative sentencing and treatment strategies be developed and implemented. However, a primary concern with alternative sentencing strategies for the mentally ill is that of recidivism. The Justice Department determined that more than 75 percent of mentally ill inmates are repeat offenders and are far more likely to commit

violent offenses (Ditton, 1999). In California, more than 94 percent of mentally ill parolees are returned to prison within two years compared to 57 percent of the parolee population at large (DeWine, 1999). With these statistics in mind, any alternative sentencing strategy for the mentally ill must include an effective treatment program that maximizes public safety by ensuring that offenders do not commit additional crimes once they are released into the community. Accordingly, law enforcement organizations need to develop partnerships with other service providers and focus on strategies that will allow for the maximum control of mentally ill offenders who are sentenced using alternative methods.

Although many traditional alternative sentencing programs can be described as less than effective, advances in technology could provide viable options for society to modify the dysfunctional behaviors of mentally ill offenders. With several prominent members of Congress calling for the creation of Mental Health Courts, a possible future exists in which states and local jurisdictions could offer effective alternative sentencing and treatment options rather than traditional prosecution for the mentally ill. As such, the public sector must keep abreast of the breakthroughs in technology and its potential impact on society and the law enforcement community. Although accompanied by a myriad of social, legal, and ethical issues; the use of new technologies could drastically reduce the financial and social costs associated with incarcerating the mentally ill in prisons and jails.

The Issue

How will advances in technology impact alternative sentencing and treatment strategies for mentally ill offenders by the year 2010?

Sub-issues

1. What social issues will arise from using new technology as a component of alternative programs for mentally ill offenders?
2. Will law enforcement build lasting partnerships with other professions in developing effective strategies in dealing with the mentally ill population?
3. What legal issues will arise from law enforcement using medical information and centralized data bases in alternative programs for mentally ill offenders?

Definitions of Key Terms

Co-Occurring Disorders-a combination of mental illness and substance abuse.

Electronic Monitoring-the use of electronic technology in correctional control practices to monitor offender populations subject to house arrest or supervised probation.

Human Genome Project-federally funded program to analyze the genetic material, the genome; that determines an individual's characteristics at the most fundamental level.

Mental Health Courts-specialized courts that hear cases exclusively involving nonviolent offenses committed by mentally ill or retarded persons. The courts offer alternatives to prosecution for those offenders who could be served best by mental health services.

Mental Illness-disorders of the brain that disrupt a person's thinking, feeling, moods, and ability to relate to others.

Pharmacology-the science of drugs and their properties; focusing on the reaction to drugs with relation to their therapeutic value.

Pharmacotherapy-the treatment of mental illness with drugs

Psychopharmacology-the study of the effect of drugs on the mind and behavior.

Selective Serotonin Reuptake Inhibitors-form of medication used to treat various mental disorders. Primary effect is to block presynaptic serotonin transporter receptors in the brain.

Assumptions

The questionable assumptions and uncertainties of this study are based in the forecasted advancements in technology and its use in alternative programs for mentally ill offenders. A lack of technological progress in genetic mapping or a stagnation in advances in pharmacology will negate the forecasts of this study. In addition, the study assumes that working professionals and the public at large will become more informed on the subject of mental illness which will lead to a better understanding and the emergence of workable strategies for addressing mental health issues in society. A failure to develop working partnerships between different professions and an uninformed public will most likely lead to a continuation of the current approach of limiting treatment of the mentally ill in favor of incarceration.

Expected Outcomes from Study

The intent of this study is to examine how advances in technology will affect the ability of society to reduce the costs of incarcerating mentally ill offenders as a component of alternative sentencing programs. Specifically, this study will address trends in incarceration; the challenges of incarcerating the mentally ill; advances in technology; and the use of technology in alternative programs for mentally ill offenders. In addition, this study will summarize possible ethical, social, and legal issues that involve applying new technologies to alternative sentencing programs. It is hoped that the outcomes of this study will generate thoughtful discussion and future research of the subject matter.

Chapter 2

REVIEW OF LITERATURE

Human Genome Program

Breakthroughs in genetic research indicate that the future of law enforcement and corrections may involve developing partnerships with the medical profession in the monitoring and control of at-risk mentally ill persons through the use of medication and preventive therapies. The performance of any monitoring and control program will depend upon researchers developing a greater understanding of genetic materials and their effect on human behaviors. A greater understanding of how the human brain functions could lead to advances in psychopharmacology which will determine the types of new medications used in the treatment of the mentally ill.

A number of notable scientific discoveries with tremendous future possibilities concerning the treatment of the mentally ill are now occurring with the Human Genome Program of the U.S. Department of Energy (DOE). Beginning in 1988, the Human Genome Program is the longest-running federally funded project to analyze genetic material that determines a person's characteristics at the most basic level. The project, scheduled to be completed in 2003, is geared toward identifying and mapping the three billion chemical subunits of all human genes (Human Genome Project Report, 1997). A primary goal is to provide a map of the human body in order to revolutionize the detection, prevention, and treatment of conditions such as cancer, depression, and old age (Begley, 2000). The new technology and resources promoted by the Human

Genome Project have created a growing biotechnology industry with potentially profound impacts on biomedical research and clinical medicine (Human Genome Project Report, 1997).

Researchers have already determined that people are born with fundamental, genetically-coded traits that are at least as responsible as the overall environment for shaping one's personality, behaviors, and attitudes. A person's genes have been found to play an important role in many mental disorders, intelligence, and basic personality traits. These findings indicate that dysfunctional behaviors can be genetically traced and identified, allowing for the application of more effective intervention using medication as the central care choice (Efran, Mitchell, Greene, & Gordon, 1999).

Psychopharmacology

In the near future, the genetic bases of human behavior will be understood and targeted interventions for disease control and human enhancement will be commonplace. Scientists have already identified the molecular sequences on human DNA that correlate with the traits of fretfulness, shyness, autism, feminine emotional acuity, and aggression. These discoveries will be built upon as brain-mind manipulation technologies will be used to control or influence emotions and psychological states. Tremendous advancements in psychopharmacology will lead to the development of custom-designed drugs and neurotransmitters that will be safe and effective for human use on a long-term basis. More than 35 million Americans currently suffering from a diagnosable mental disorder, advances in genetics will allow behaviors to be predicted

and pharmacotherapy will be an essential component of treatment and therapeutic strategies (Coates, 1994; Hales & Hales, 1995).

As the human genetic code is mapped, significant changes will be made in behaviors using medication to deal with persons prone to aggression and violence. New psychiatric medications will be used to correct chemical imbalances in the brain and will provide effective treatment against often crippling mental disorders (Hales & Hales, 1995). The development of new generations of custom-designed drugs such as hormones and neurotransmitters will significantly increase the success rates in the treatment of depression, panic disorder, obsessive-compulsive disorder, and schizophrenia. Although used in conjunction with psychotherapy, these medications will be used as the primary treatment and will revolutionize mental health care. As such, both personal and public safety will be enhanced through the use of medications such as Selective Serotonin Reuptake Inhibitors (SSRIs) to minimize the dysfunctional behaviors of the mentally ill (Coates, 1994).

Implanted Drug Dispensers

Effective treatment of the mentally ill often involves the use of hormone and neurotransmitter medications to correct chemical imbalances in the brain to normal levels. Chemical imbalances in the brain alter one's feelings, thinking, and perception of reality which then contribute to the onset of mental illness. In order to maintain the correct chemical balances, psychiatric medications must be taken over a long period of time, often for a lifetime. However, the tendency is that as persons taking these

medications begin to feel better, they frequently believe that they are cured and stop taking the prescribed medication. Failure to continue taking the correct dosages of the medication at the right times often leads to a recurrence of mental illness and the onset of dysfunctional behaviors (Hales & Hales, 1995).

A chronic problem facing the medical profession, law enforcement, and corrections is the lack of a monitoring program to ensure that mentally ill persons on probation or parole are taking their prescribed medications as directed. The failures of the current process are quite evident with the recidivism rate of mentally ill offenders at more than 90 percent. However, advances in medical technology offer the potential for authorities to ensure the proper administration of medication and the reduction of dysfunctional behaviors by mentally ill offenders.

Recent breakthroughs in miniaturization and medical technology provide for a small pump to be placed inside a person's body to dispense medication in the treatment of diabetes and spinal injuries. The implanted pumps are programmable and can administer medication on a continuous basis. The diabetes and intraspinal pumps reduce the risk of infection from external injections and provide continuous infusions without discomfort for the patient. The pumps currently in use allow for the effective delivery of pain medication to persons suffering from chronic back pain and can provide essential medicine to persons suffering from diabetes (Insulin Infusion Pumps, 2000).

Implanted drug dispenser pumps offer tremendous possibilities in the treatment of convicted drug offenders, sexual predators, and the mentally ill. Currently, court-

ordered drug treatment often relies on voluntary compliance by the offender which often leads to high rates of recidivism. The use of implanted drug dispensers would minimize the possibility of drug offenders missing their treatments and would allow for convicted offenders who opt for chemical neutralization to not miss regular treatments. Furthermore, implanted drug dispensers would provide a mechanism by which mentally ill offenders would be assured of not missing their regular dosages of treatment medications, thus reducing the potential for engaging in dysfunctional behaviors.

Electronic Monitoring

In the future, any effective probation or parole system will include the electronic monitoring (EM) of offenders released into the community. Although electronic monitoring is now being used on a limited basis, advances in technology will make EM a widespread practical resource and technique of community supervision and control in corrections. Since its inception in Florida in 1984, the use of remote electronic monitoring has increased significantly in American corrections. The current first generation of electronic monitoring is restricted to monitoring a single location to impose restrictions of house arrest and probation supervision (Bogard, 1996). Future second generation EM technology will enable offender tracking by remotely verifying an offender's specific geographical location at any time. The second generation EM will eventually provide more comprehensive offender-generated data at real-time tracking and display the precise physical location of offenders (Mainprize, 1996).

Second generation EM technology will use Global Positioning System (GPS) satellites with position data sent back to a monitoring station through a return data link. A second type of system will use a locator transmitter whose signal is used by several remote receiving sites to calculate its place of origin. As second generation EM technologies improve, they will provide law enforcement agencies the means to track offenders that currently present special problems for the police. As EM house arrests become more prevalent, central crime technology centers will be able to immediately contact the closest law enforcement officer should an offender violate his or her electronic parole or probation (Hines, 1998). Extraordinary possibilities exist for monitoring and controlling stalkers, sexual predators, and mentally ill persons convicted of criminal offenses with resulting improvements in public safety. New EM technology could help alleviate the problems of tight budgets, overcrowding in prisons, and improve community supervision of offenders. Eventually, EM technology could replace labor-intensive corrections and rehabilitation practices with technology-intensive control of offenders (Mainprize, 1996).

The Future

The future offers extraordinary possibilities and potential breakthroughs in the treatment of the mentally ill. New technology could provide important tools in improving public safety, alleviating overcrowding in correctional facilities, and reducing recidivism of offenders released into communities. The entire approach in the treatment of the mentally ill could be changed if tremendous cost savings are realized through

alternative sentencing and treatment programs administered by community-based Mental Health Courts. New partnerships between law enforcement, corrections, the medical profession, social workers, the courts, and community service groups have the potential to provide effective services and client-tracking information databases to eliminate gaps or duplication of services for the mentally ill. Accordingly, mentally ill offenders may be less likely to be incarcerated or their period of incarceration will be reduced. More important, mentally ill persons could be more likely to receive important services and treatment for their illness.

The development of new medicines, the use of drug dispensers, and the wider application of electronic monitoring technology could provide the instruments by which alternative sentencing programs are used in the care of mentally ill offenders sentenced to parole or probation conditions in the community. While EM technology may provide accurate real-time locations of persons, the use of implanted drug dispensers will ensure that mentally ill offenders receive the proper dosage of prescribed medications. In addition, computer-based databases have the potential to provide accurate information to authorities and law enforcement personnel having contact with mentally ill persons in community or correctional settings. Accordingly, a future may exist where crime will decrease, quality of life will improve, mentally ill offenders will receive needed treatment, prison overcrowding will cease to be an issue, recidivism of offenders will dramatically decline, and communities will be safer places in which to live.

Chapter 3

FUTURES STUDY

Introduction

The purpose of this study is to examine how advances in technology will affect the ability of society to reduce the costs of incarcerating mentally ill offenders. Based on the literature review, the research forecast of this study was that a possible future exists in which advances in technology will provide effective treatment and sentencing options rather than traditional prosecution for the mentally ill.

The sub-issues analyzed during the study were: (1) What social issues will arise from sentencing strategies that use technology as a component of alternative programs for mentally ill offenders? (2) Will law enforcement build lasting partnerships with other professions in developing effective strategies in dealing with the mentally ill population? (3) What legal issues will arise from law enforcement using medical information and centralized data bases in alternative programs for mentally ill offenders?

Design of the Study

The investigation was an inferential, qualitative, and forecasting study examining how advances in technology will affect the treatment and sentencing of mentally ill offenders by the year 2010. Research methodology and qualitative forecasting NGT analysis by subject matter experts from different areas of expertise were used for the study. Trends and events were evaluated for their future impact on the treatment of the mentally ill. Cross Impact Analysis Techniques were applied to determine the

interrelationship of the identified trends and events. Alternative scenario narrative descriptions of possible outcomes were used to summarize developments in optimistic, surprise free, and pessimistic futures concerning alternative sentencing and treatment of mentally ill offenders.

Nominal Group Technique

The Nominal Group Technique is a structured workshop process facilitated by an outside party that identifies and ranks major issues facing the involved group. It is also used for managing participation in such processes as planning, performance improvement, and issue development. In this study, the NGT was a method of bringing subject matter experts together from different backgrounds to solicit ideas and opinions regarding technology and the treatment of the mentally ill. The NGT was a structured process that examined the aspects of different trends and events affecting the use of medications in the treatment of the mentally ill.

The trends that were examined during the study were a series of incidents occurring that indicated a direction in which the identified issues may be heading. The trends were qualitative or quantitative in nature and were based on past, present and future events. For the purposes of this study, each panel member identified trends that he or she felt were occurring that will have an impact on future development of alternative sentencing of mentally ill offenders. The NGT panel members reached a consensus and compiled a list of 12 identified trends that the group felt would have the most impact on the use of technology in the treatment of mentally ill offenders.

The events examined during the study were singular occurrences that take place at a specific time and date, thus influencing the direction in which the identified issues may be heading. The identified events may have been actual events that have already occurred or instances that could occur in the future that may have a significant impact on the use of technology in alternative programs. For the purpose of this study, each panel member identified possible events that he or she felt has taken place or may occur that will have an impact on future development of alternative sentencing for mentally ill offenders. The NGT panel members reached a consensus and compiled a list of 12 identified events that the group felt would have the most impact on advances in technology and its use in the treatment of mentally ill offenders.

Nominal Group Technique Participants

The persons used in the NGT panel for this study consisted of subject matter experts from different professions and fields of study that were brought together to solicit ideas and opinions regarding technology and the treatment of the mentally ill. The NGT panel for this project consisted of the following members:

Dr. Frank Powell is a state-licensed psychologist and professor emeritus from California State University, Fresno. He is a Qualified Medical Examiner in the diagnosis of mental illness and has served as a member of the California State Board of Psychology. He has extensive experience working with mentally offenders in correctional settings.

Alice Powell is the former Dean of Women from California State University, Fresno and foreman of the Fresno County Grand Jury. She is a member of the Board of Directors for San Joaquin Valley Town Hall and is a consultant for organizational program development and management.

Tom Laband is a sergeant with the Fresno Police Department. He has more than 16 years of law enforcement experience, including the development of several training programs. He has a Master of Science in Criminology and is a member of the adjunct faculty in the Criminology Department at California State University, Fresno.

Debbie Duncan is a Senior Licensed Mental Health Clinician for Fresno County. She has more than 15 years of experience in the mental health field working with children, adolescents, adults, and persons released on parole from Atascadero State Prison.

Dr. Marianne Jones is a professor at California State University, Fresno specializing in early childhood development. She has extensive experience in program development and is the coordinator for non-traditional bachelor degree programs in early childhood development.

Tom Frost has been a member of the Fresno Police Department for more than 29 years and currently holds the rank of Deputy Chief of Police in the Field Operations Division. He has Master of Science in Management and is a graduate of Class 11 of the POST Command College. He oversees the Department's Crisis Intervention Team that responds to incidents related to mental illness.

Kathy Engelson is a social worker with Fresno County specializing in Children's Mental Health. She holds a Master's Degree in Social Work and has a variety of experience in children's mental health issues.

Dr. Karen Carey is a professor of psychology at California State University, Fresno. She is the former director of the Joint Doctoral Program in Educational Leadership and has conducted extensive research concerning juveniles incarcerated in the Fresno County Juvenile Hall.

Cross Impact Analysis

In this study, the trends and events identified by the NGT panel were applied to a Cross Impact Analysis Matrix to describe the impact of a given trend or event on the probabilities of occurrence of other trends and events. The outcomes of the Cross Impact Analysis were used to generate the development of alternate scenarios.

Alternative Scenario Development

Scenarios are narrative descriptions of possible futures. A single scenario represents an insight into the future. In this study, scenarios were developed from the findings of the NGT panel and from causal connections established by Cross Impact Analysis. The "optimistic" future scenario contained all of the favorable forecasts from the NGT panel and Cross Impact Analysis in a narrative weaving them together from a point in the future, describing how the scenario unfolded. The "surprise free" and "pessimistic" scenarios to this future were based upon the occurrence or nonoccurrence of particular events or trends related to this issue. The alternative scenarios assisted in

identifying causal relationships, the key decision points for possible intervention, and the foundations for appropriate strategies.

Trends

The NGT panel members compiled a list of the twelve most relevant trends that could impact alternative sentencing of mentally ill offenders. The following twelve trends were believed by the NGT panel to have the greatest probability of impacting the issues and sub-issues being studied:

Trend 1: Societal and religious issues as obstacles to research. The NGT panel members forecasted that the number and scope of religious and social issues will be impacted as science and biogenetic engineering provide more options in DNA modification, cloning, genetic re-engineering, and pharmacology. Scientific breakthroughs and organized opposition to genetic research will contribute to an increasing number of social, economic, and legal issues in society.

Trend 2: The number of co-occurring disorder cases (mental illness combined with drug use). The number of co-occurring disorder cases will continue to change as more people are diagnosed as suffering from both mental illness and substance abuse problems. Absent the development of effective treatment options, this trend may contribute to greater difficulties in treating persons suffering from co-occurring disorders. However, the implementation of effective medical treatment plans could significantly offset this trend because of potential for reduced recidivism by mentally ill offenders.

Trend 3: Changing definitions as to what mental illness is and who is deemed to be mentally ill. As genetic research provides greater understanding of the physical causes of mental illness, the development of new medications used to treat mental illness will lead to changing definitions of what mental illness is based on genetic mapping and research. As a result of the changing definitions based on genetics and bio-medicine, increasing numbers of people will be diagnosed as mentally ill.

Trend 4: Information sharing and patient confidentiality. Information sharing between organizations will change as agencies develop integrated service delivery systems. Although information sharing will increase, legislative efforts and court decisions will determine the extent and scope of any cooperative efforts in sharing information on patients and inmates.

Trend 5: The development of a two-class society with sentencing based on class. As society continues to develop into a two-class system consisting of the wealthy and the underclass, the tendency could be for courts to sentence offenders based on one's socioeconomic status rather than on an identified mental illness or severity of the offense. Such practices would contribute to serious social issues and detract from the credibility and effectiveness of any alternative sentencing programs.

Trend 6: Judicial discretion in sentencing. Advances in genetic research and continuing issues concerning the use of determinant sentencing laws such as "Three Strikes" will provide the incentive to allow judges more discretion in sentencing. Referring offenders with identified medical needs such as mental illness to alternative treatment programs may also fall within the courts' discretion.

Trend 7: Political influence in program development and implementation. As advances in genetic research move forward, political influence at local, state, and national levels will change substantially, thus affecting service delivery systems and the effectiveness of programs.

Trend 8: The cost effectiveness of alternative sentencing programs. Advances in pharmacology and electronic monitoring will provide the means to implement alternative sentencing programs on a much broader scope. This should provide for significant cost savings from not having to house inmates in correctional facilities.

Trend 9: Economic prosperity. The economic prosperity of the nation and localities will affect funding levels and sources for alternative sentencing programs. Economic prosperity will contribute to greater funding levels while economic downturns would negatively impact funding for alternative treatment programs.

Trend 10: Band aid solutions by a frightened populace. An uninformed public will demand short term solutions to social issues and crime problems while an informed public would be more inclined to search for long term solutions, such as alternative sentencing programs.

Trend 11: Case law restrictions concerning the use of medications on mentally ill offenders. Organizations such as the American Civil Liberties Union (ACLU) may object to mandatory use of medications on sentenced mentally ill offenders. These challenges would bring individual cases to different courts for decisions concerning individual rights, search and seizure, due process, and cruel and unusual punishment issues. The decisions of the courts concerning these issues will have a profound impact on the

implementation and success of any alternative sentencing program that uses medication as one of the treatment options.

Trend 12: Scientific progress in genetic engineering allowing for the modification of DNA. Advances in genetic engineering will provide the foundation for scientists to develop processes that provide for the modification of DNA through medication. Such advances would provide a tremendous impetus for providing treatment options and possible cures for mentally ill offenders.

Once the twelve summary trends were listed, the NGT panel projected levels for each trend. The projections were determined based on 100 being assigned to the current state of the trend. The relative or projected state of the trend five years ago (-5), and five years (+5), and ten years (+10) in the future were assigned by each member of the panel and the mean calculated. The panel also assigned a numerical value from one to ten for each trend. This value was the result of group consensus as to the relative impact of the trend on the issues being studied. The projections and values of summary trends as determined by the NGT panel are found in Table 1.

Table 1

Summary Trends

| Trends | -5 years | Today | +5 years | +10 years | Impact 1-10 |
|-------------------------------|----------|-------|----------|-----------|-------------|
| T1: Religious & Social Issues | 70 | 100 | 120 | 200 | 5 |
| T2: Drug Use Trends | 90 | 100 | 110 | 120 | 5 |
| T3: Define Mental Illness | 100 | 100 | 110 | 130 | 5 |
| T4: Information Sharing | 90 | 100 | 120 | 150 | 8 |
| T5: Two Class System | 90 | 100 | 120 | 160 | 7 |
| T6: Judicial Discretion | 90 | 100 | 120 | 130 | 6 |
| T7: Political Influence | 100 | 100 | 110 | 150 | 8 |
| T8: Cost Effectiveness | 100 | 100 | 110 | 140 | 7 |
| T9: Economic Trends | 100 | 100 | 110 | 120 | 7 |
| T10: Band Aid Solutions | 100 | 100 | 110 | 115 | 4 |
| T11: Case Law Decisions | 90 | 100 | 120 | 140 | 10 |
| T12: DNA Technology | 60 | 100 | 150 | 200 | 10 |

Events

The NGT panel members compiled a list of the twelve most relevant events that could impact alternative sentencing of mentally ill offenders. The following twelve events were believed by the NGT panel to have the greatest probability of impacting the issues and sub-issues being studied:

Event 1: Court decision allowing for the use of medications for sentenced mentally ill offenders. The NGT panel members forecasted that a court decision allowing for the use of medications on sentenced mentally ill offenders would be of tremendous benefit to alternative sentencing programs by removing legal challenges as barriers to implementation. A favorable court decision would deter arguments concerning due process, unusual punishment, and seizure issues.

Event 2: The national election of candidates supporting the use of medications for mentally ill offenders. The election of candidates to national offices that support the use of medications for mentally ill offenders would benefit alternative treatment programs through political support and increased funding levels.

Event 3: A tragic incident in an alternative sentencing program using medications (i.e., violent crime). An incident concerning a mentally ill offender committing a violent crime while sentenced in an alternative program would create negative community and media attention. This would lead to increased public scrutiny and possible outside agency review of programs.

Event 4: A malfunction in the program creating liability (i.e., medication kills patient).

The death or serious injury of a person sentenced to an alternative program that is

caused by medication would create negative attention, thus leading to increased public scrutiny and a possible cessation of programs.

Event 5: The development of a breakthrough medication that cures several types of mental illness or eliminates symptoms of mental illness. The development of a breakthrough medication would be a very important factor in determining the scope and use of medication in alternative sentencing programs. Such developments would create increased demands for service and increased funding levels for alternative sentencing programs.

Event 6: Legislation is passed that allows for greater information sharing between organizations (i.e., medical records, criminal history, etc.). The passage of legislation allowing for greater information sharing between organizations would be an important factor in the development of integrated service delivery systems in the public sector. The development of integrated service delivery systems would provide the foundation for successful program development and increase the effectiveness of services provided to mentally ill persons.

Event 7: An influential labor union opposes the use of alternative sentencing for mentally ill offenders. The opposition of an influential labor union, such as the California Correctional Peace Officers Association, would create political opposition to the development of alternative sentencing programs for the mentally ill. Labor opposition could create a future environment in which incarceration of mentally ill offenders would continue to be the norm rather than the exception in the criminal justice system.

Event 8: A prominent religious organization announces its opposition to the use of medications in alternative sentencing programs to control mentally ill offenders. The opposition of a prominent religious group would create political resistance, thus negatively affecting the development of alternative sentencing programs using medications as a treatment option. Accordingly, the traditional correction model to incarceration would continue to be the medium utilized in the criminal justice system.

Event 9: Criminal misconduct is discovered in an alternative sentencing program. An incident of criminal misconduct in an alternative sentencing program by an employee would create intense scrutiny of programs. Public scrutiny that uncovers wrongdoing in program implementation could negatively affect political support and funding levels for future development or continuation of program models. Consequently, the ultimate decrease in the use of alternative sentencing programs would result in an upsurge in traditional incarceration methods for mentally ill offenders.

Event 10: Advances in genetic engineering allow for invitro (test tube) changes in DNA. Advances in genetic engineering that provided for invitro changes in DNA would provide a boost for alternative sentencing strategies due to the elimination of dysfunctional behaviors that are caused by mutated DNA structure. However, the possibilities of actually preventing mental illness at fertilization would eventually minimize the need for medications to be used on mentally ill offenders in alternative sentencing programs due to decreasing numbers of offenders entering the criminal justice system.

Event 11: The U.S. stock market crashes. A significant downturn in the U.S. stock market would negatively impact the economic prosperity of the nation, thus affecting funding for program development and implementation. Substantial decreases in funding would contribute to the continuation of current approaches at the expense of alternative sentencing options.

Event 12: The passage of legislation provides significant funding for mental health programs. The passage of legislation providing for additional funds for mental health programs would assist in the development of alternative sentencing programs for mentally ill offenders. Readily available funding would provide for additional staff and resources, thus providing an adequate foundation for building and maintaining successful programs.

Once the twelve summary events were listed, the NGT panel assigned probabilities of occurrence for each event. Column two indicates the minimum number of years from now the event may occur. Column three is the likelihood of the event occurring in five years, and column four is the likelihood of the event occurring in ten years. Column five rates the impact of the event on the issues being studied on a scale of –10 to +10. A positive impact indicates that the occurrence of the event will support the use of technology in alternative sentencing programs. A negative impact means that the occurrence of the event will detract from the use of technology in alternative programs. The probabilities and values of summary events as determined by the NGT panel are found in Table 2.

Table 2

Summary Events

| Events | Year > 0 | +5 years | +10 years | Impact -10 to +10 |
|------------------------------|----------|----------|-----------|----------------------|
| E1: Court Decisions | 5 | 40 | 100 | +10 |
| E2: Election Results | 1 | 20 | 40 | +10 |
| E3: Tragic Incident | 6 | 0 | 20 | -2 |
| E4: Malfunction Liability | 6 | 0 | 20 | -3 |
| E5: Breakthrough Medication | 5 | 30 | 40 | +10 |
| E6: Info Sharing Legislation | 5 | 20 | 30 | +9 |
| E7: Labor Opposition | 3 | 20 | 40 | -8 |
| E8: Religious Opposition | 1 | 40 | 60 | -8 |
| E9: Misconduct in Project | 6 | 0 | 20 | -3 |
| E10: DNA Invitro Changes | 5 | 20 | 50 | -8 |
| E11: Stock Market Crash | 1 | 10 | 15 | -5 |
| E12: Money for Prevention | 4 | 10 | 15 | -1 |

Cross Impact Analysis

Cross Impact Analysis Techniques were used by the NGT panel to determine the interrelationship of the identified trends and events. A numerical score ranging from –5 to +5 was given to each trend and event combination. A score of –5 indicated that the occurrence of the event would significantly impact the trend in a negative manner. A score of +5 indicated that the occurrence of the event would significantly impact the trend in a positive manner. The results of Cross Impact Analysis are shown in Table 3.

Table 3

Cross Impact Analysis

| | T1 | T2 | T3 | T4 | T5 | T6 | T7 | T8 | T9 | T10 | T11 | T12 |
|-----|----|----|----|----|----|----|----|----|----|-----|-----|-----|
| E1 | -5 | +5 | +2 | +1 | 0 | +2 | +3 | 0 | 0 | 0 | -5 | +3 |
| E2 | -2 | +1 | +2 | +3 | 0 | +2 | +3 | 0 | +1 | -1 | -1 | +1 |
| E3 | +2 | 0 | +2 | 0 | 0 | 0 | -2 | -1 | 0 | +2 | +2 | -2 |
| E4 | +2 | 0 | +2 | 0 | 0 | 0 | +2 | -2 | 0 | +2 | +3 | -1 |
| E5 | -3 | -3 | +2 | +2 | -2 | +2 | +2 | +5 | 0 | -3 | -1 | +4 |
| E6 | +3 | 0 | +1 | +5 | 0 | 0 | +2 | +3 | 0 | -3 | -3 | 0 |
| E7 | +5 | 0 | +2 | -2 | 0 | -1 | +3 | -2 | 0 | +2 | +3 | -1 |
| E8 | +3 | 0 | +2 | -3 | 0 | -1 | +4 | -2 | 0 | +2 | +2 | -1 |
| E9 | +3 | 0 | 0 | -3 | 0 | +2 | +3 | -2 | 0 | +2 | +3 | 0 |
| E10 | +4 | -4 | +2 | 0 | +3 | 0 | +3 | 0 | +2 | -3 | +2 | +5 |
| E11 | +1 | 0 | 0 | -1 | +3 | +1 | +3 | 0 | -4 | +3 | +1 | -3 |
| E12 | -1 | -3 | +1 | +1 | -3 | 0 | +2 | +1 | +1 | -2 | 0 | 0 |

Cross Impact Analysis Summary

Identified events that could impact a trend on a scale of four or five are discussed in summary detail.

Event 1/ Trend 1: A court decision allowing for the use of medications on mentally ill offenders would be a significant factor in providing legal impetus in overcoming or lessening the trend of societal and religious issues being used as obstacles to research. Consequently, genetic research would continue unabated in the United States and the use of medications on sentenced mentally ill offenders as a treatment option would become standard practice in many circumstances.

Event 1/ Trend 2: A court decision allowing for the use of medications on mentally ill offenders would be a significant factor in reducing the number of co-occurring disorder cases. The effectiveness of medications on sentenced offenders would reduce the number of incidents in which mentally ill persons abuse alcohol and illegal drugs.

Event 1/ Trend 11: A court decision allowing for the use of medications on mentally ill offenders would have a significant impact on the trend of case law restrictions because of the overturning of these prior decisions by a higher court. The decision of the higher court allowing for the use of medications would eliminate a number of legal challenges and provide the foundation for the implementation of alternative sentencing programs using medication as a treatment option.

Event 5/ Trend 8: The development of a breakthrough medication that cures several types of mental illnesses or that eliminates symptoms of mental illness would improve the cost effectiveness of alternative sentencing programs. This would provide a number

of additional long-term treatment options, thus reducing the number of inmates housed in correctional facilities.

Event 5/ Trend 12: The development of a breakthrough medication that cures several types of mental illnesses or that eliminates symptoms of mental illness would be a result of scientific progress in genetic engineering allowing for the modification of DNA. Such a finding would be a tremendous catalyst for further research in genetic engineering and would provide considerable support for the use of alternative sentencing programs for mentally ill offenders.

Event 6/ Trend 4: The passage of legislation that allows for greater information sharing between organizations would greatly assist the process of agency integration and considerably increase the trend of information sharing and patient confidentiality. The passage of legislation would be a major step in the implementation of integrated services for mentally ill persons.

Event 7/ Trend 1: An influential labor union opposing the use of alternative sentencing for mentally ill offenders would provide a considerable boost to the trend of societal and religious issues as obstacles to research. This would adversely affect program development and implementation of alternative sentencing strategies.

Event 8/ Trend 7: A prominent religious group announcing its opposition to the use of medications in alternative sentencing programs to control mentally ill offenders would increase the trend of political influence. This would adversely affect program development and implementation of alternative sentencing strategies.

Event 10/ Trend 1: Advances in genetic engineering allowing for invitro changes in DNA would tremendously increase the trend of societal and religious issues as obstacles to research due to additional issues concerning human modification in the womb or test tube. These issues concerning the modification of human beings could extend to alternative sentencing programs that use medications to control the behaviors of mentally ill offenders.

Event 10/ Trend 2: Advances in genetic engineering allowing for invitro changes in DNA would reduce the number of co-occurring disorder cases by minimizing the numbers of mentally ill persons in society through changes in DNA structure. In addition, advances in DNA modification may assist in reducing problems concerning drug addiction and abuse in society.

Event 10/ Trend 12: Advances in genetic engineering allowing for invitro changes would be based on scientific progress in genetic engineering allowing for the modification of DNA. Such findings would be a tremendous boost for additional research and the initial implementation of alternative sentencing programs. The long term affects of invitro DNA modification would be a lessening of the need for alternative sentencing programs for the mentally ill due to a reduction in the number of offenders.

Event 11/ Trend 9: A United States stock market crash would adversely impact economic prosperity and would reduce the availability of funds for alternative sentencing programs.

Sub-Issues

Sub-Issue #1: What social issues will arise from using new technology as a component of alternative programs for mentally ill offenders?

Nominal Group Technique panel members identified a number of potential social issues that could arise due to the use of to control the behaviors of mentally ill offenders. The first identified issue was that of fairness and objectivity in the use of medication to control behaviors. Problems could arise if public perception was that sentencing and treatments were based on one's socioeconomic status or ethnicity rather than fair and objective standards. Further problems could arise should a broadly based definition of mental illness be applied to justify the use of medications on a wide array of offenders, many of whom would not be deemed mentally ill under traditional definitions. Potentially divisive social and religious conflicts would also be brought to the forefront should advances in pharmacology bring about the reality of DNA modification as a treatment option for mental illness.

Sub-Issue #2: Will law enforcement build lasting partnerships with other professions in developing effective strategies in dealing with the mentally ill population?

Nominal Group Technique panel members agreed that the ability of law enforcement to build effective partnerships with other professions will be a significant factor in the ultimate success or failure of any alternative sentencing program for mentally ill offenders. In order for programs to be successful, traditional boundaries and "turf wars" would need to be eliminated and replaced by a system of integrated services that included law enforcement, corrections, mental health clinicians, substance abuse

counselors, and the judiciary. The concept of system integration in which new arrangements between service and law enforcement organizations are put into place, provides the most promising alternative to traditional services which only provide a fragment of a client's needs. The implementation of integrated services has the potential to increase public safety, improve patients' lifestyles, and offer more informed opinions regarding case options and treatment plans (Chavez, 1999).

Sub-Issue #3: What legal issues will arise from law enforcement using medical information and centralized data bases in alternative programs for mentally ill offenders?

Nominal Group Technique panel members identified confidentiality and privacy concerns as the primary legal issues emerging should medical information and centralized data bases be used in alternative sentencing programs. These legal challenges would surround such issues as: determining access to databases; how information would be used; control of the databases; the effects of information on individuals; and how information effects society's perception of individuals in databases. It was the opinion of panel members that the outcomes of several court decisions would be paramount to resolving many of these legal issues.

Scenarios

Alternative scenarios of possible outcomes were used to summarize developments in optimistic, surprise free, and pessimistic futures concerning alternative sentencing and treatment of mentally ill offenders.

The Optimistic Future

The optimistic future offers extraordinary possibilities and potential breakthroughs in the treatment of the mentally ill. New technology will provide important tools to improve public safety, alleviate overcrowding in correctional facilities, and reduce recidivism of offenders released into communities. The entire approach in the treatment of the mentally ill will be changed as favorable court decisions provide the means to realize tremendous cost savings through alternative sentencing and treatment programs administered by community-based Mental Health Courts.

The passage of progressive legislation providing for greater information sharing will provide the impetus for the development of integrated service delivery partnerships between law enforcement, corrections, the medical profession, social workers, the courts, and community service groups. These new integrated partnerships will provide effective services and client-tracking information databases to eliminate gaps or duplication of services for the mentally ill. Community-based services will be coordinated to significantly alleviate recidivism, increase residential stability, reduce psychiatric hospitalization, and augment voluntary participation in substance abuse treatment (Conly, 1999). Consequently, mentally ill offenders will be less likely to be incarcerated or their period of incarceration will be reduced. More important, mentally ill persons will be able to receive important services and treatment for their illness.

Treatment programs for mentally ill offenders will be administered by Mental Health Courts throughout the United States. Although modifications will be made in programs to accommodate local needs and service capabilities, participating

jurisdictions will have the same program components: the identification of candidates; screening and needs assessment; counseling and discharge planning; criminal justice liaison, and; referral and monitoring in the community (Conly, 1999). The development of new medicines, the use of drug dispensers, and the wider application of electronic monitoring technology will be essential components of alternative programs used for mentally ill offenders sentenced to parole or probation conditions in the community. While EM technology provides accurate real-time locations of persons, the use of implanted drug dispensers will ensure that mentally ill offenders receive the proper dosage of prescribed medications. In addition, computer-based databases will provide accurate information to authorities and law enforcement personnel having contact with mentally ill persons in community or correctional settings. Accordingly, crime will decrease, quality of life will improve, mentally ill offenders will receive needed treatment, prison overcrowding will cease to be an issue, recidivism of offenders will dramatically decline, and communities will be safer places in which to live.

The Pessimistic Future

The pessimistic future will be a continuation of the current policies and approaches that use incarceration as the primary means of dealing with mentally ill offenders. Mentally ill offenders will be incarcerated in even greater numbers as prisons and jails continue to be the largest mental health care facilities in the United States. In many jurisdictions, mentally ill offenders will constitute more than 25 percent of the correctional population. Overcrowding in correctional facilities will be a serious issue requiring the use of greater percentages of public monies to build more prisons.

Although greater numbers of criminals will be released into communities under supervised parole or probation, the recidivism rate of mentally ill offenders will stay at more than 90 percent with a concurrent reduction in public safety. The chronic problems of homelessness, co-occurring disorders, poverty, and criminality will continue to plague many communities because of the disjointed efforts of public safety personnel and the medical community in dealing with the mentally ill.

Law enforcement organizations will be faced with even greater scrutiny of their procedures and actions because of continued violent encounters with mentally ill persons. Although crisis intervention teams will be in vogue, the dysfunctional and often angry behaviors of untreated mentally ill persons will only exacerbate the cycle of violent confrontations with law enforcement authorities. Consequently, greater demands will be placed on law enforcement organizations to utilize less-lethal force options and crisis intervention techniques during their contacts with mentally ill persons.

Arguing on the grounds of privacy, civil libertarians will be successful in their efforts to have the courts limit the development, use, and sharing of information databases by law enforcement and the medical profession. This situation will create limited local databases that will hold only incomplete information and preclude the development of coordinated and comprehensive treatment strategies for the mentally ill. The same privacy arguments will be used to prevent the use of implanted drug dispensers and new medications for the treatment of mentally ill, thus continuing the cycle of dysfunctional behaviors and contact with public authorities. Although EM technology will be used on an even greater scale, the lack of coordinated efforts

between public service providers and law enforcement will minimize its effectiveness in the control and monitoring of offenders. Many of these arguments will have the support of prominent labor unions and religious groups that oppose the implementation of alternative sentencing programs for religious, social, and economic reasons. Consequently, the United States will have missed a tremendous opportunity to alleviate a number of chronic social problems related to mental illnesses that have plagued society for many years.

The Surprise Free Future

The surprise free future will involve the fragmented uses of new technologies and approaches in dealing with mentally ill offenders. Different programs will be implemented in countless communities with varying degrees of success. While some programs will use voluntary drug dispensers, others will use improved EM technology or counseling programs. Significant advances will be made in psychopharmacology in the development of new medicines providing effective options in the treatment of mentally ill persons. Yet, these new medicines will provide few benefits to mentally ill offenders due to legal restrictions limiting their use to situations involving voluntary compliance rather than mandatory use as determined by Mental Health Courts.

Although limited partnerships between progressive agencies will occur in the formation of several programs, the general lack of collaboration between agencies will contribute to the chronic issues of duplication of services and gaps in treatment options for the mentally ill. The limited participation of mental health professionals and social service providers in program development will create additional expectations and

demands on law enforcement to effectively resolve issues concerning the mentally ill. Law enforcement agencies will make credible efforts in creating progressive Crisis Intervention Teams. However, the effectiveness of these teams will be lessened due to limited expertise on the part of law enforcement in dealing with the mentally ill and the lack of continued participation on the part of other public service providers. Consequently, less-lethal force options will become a primary option for law enforcement in dealing with mentally ill persons involved in dysfunctional behaviors.

Legal restrictions and the failure of agencies to develop cooperative approaches will greatly inhibit the development and implementation of client-tracking databases. The lack of databases will prevent the development of viable working strategies that identify and divert mentally ill offenders to effective treatment programs. Although general improvements will be made in the treatment of mentally ill offenders at some local levels, the lack of a comprehensive treatment and alternative sentencing strategy will dramatically limit the overall success of any program on a national basis. Accordingly, the issues of prison overcrowding, recidivism, and homelessness will continue to be compelling social problems. As such, the continuing cycle of dysfunctional behaviors of mentally ill persons will be a recurring problem in society.

This chapter presented and described the research results of the futures study. Some qualitative results from the Cross Impact Analysis and NGT panel were significant for the study and the three sub-issues. A discussion of a proposed strategic plan is addressed in Chapter Four.

Chapter 4

STRATEGIC PLANNING

Introduction

A strategic plan is a structured approach for bringing anticipations of the future to bear on today's decision-making in organizational settings. The strategic planning process examines the key aspects of planning and the practicalities of alternative approaches. The planning process asks fundamental questions concerning customer satisfaction, employee work life, performance issues, and the effective use of resources. The aims of strategic planning focus on concentrating organizational resources on identified priorities as well as enhancing both external and internal coordination within a changing environmental context (Esensten, 2000).

The strategic planning process involves defining the future using sociological, technological, economic, political, and legal frameworks (STEPL). A key component of any strategic plan is an objective inventory assessment of the organization's strategic strengths and weaknesses as well as an examination of the opportunities and threats posed by the external environment. The ultimate goal of strategic planning is to develop a guide for the organization in setting priorities and to convince key stakeholders to support organizational objectives in the planning process (Esensten, 2000).

Mission Statement

A vital component of the strategic planning process is the development of a mission statement that accurately explains why the organization exists and what it hopes to accomplish in the future. The mission statement articulates the organization's

values, vision, and type of work that it does. A constructive mission statement communicates the organization's purpose to employees as well as with the different constituencies that the organization hopes to affect (Esensten, 2000). To effectively respond to future issues concerning mentally ill persons, law enforcement organizations must use mission statements as a framework for devising policies that initiate collaborative efforts with other service providers. Consequently, future mission statements of law enforcement agencies can be powerful mechanisms for constructively addressing issues concerning mentally ill offenders via the development of alternative sentencing programs.

Environmental Analysis

To successfully develop a strategic plan, it is necessary to analyze the environment in which the organization exists. By evaluating the environment external to the organization, it is possible to identify opportunities for success and determine potential threats that may prevent the organization from realizing its desired goals. In this study, the STEPL model was used to evaluate the external environment as it relates to the development of an alternative sentencing program for mentally ill offenders that uses medication as a primary treatment option.

Sociological opportunities exist for the development of alternative sentencing programs as research continues to indicate that many types of mental illnesses are caused by physical factors and that these illnesses can be effectively treated by the use of medications and follow-up care. The development of effective medications have the opportunity for removing the stigma attached to mental illness and could create an

environment in which an informed public and skilled service providers develop an effective array of services for the mentally ill that break the traditional cycle of arrest and incarceration.

A number of potential social issues could arise as genetic research creates options in DNA modification and contributes to the alleviation of many physical ailments. Genetic engineering will also provide the impetus for the growth in new technology-based industries and the emergence of new approaches in correctional strategies at the expense of some traditional professions and methodologies. Accordingly, proponents of alternative sentencing programs must be cognizant of possible opposition to program development from various social convictions and from labor unions representing groups that may suffer economically from a considerable change in correctional strategies.

Technological opportunities in psychopharmacology and genetic research will be one of the driving forces that will determine the success or failure of alternative sentencing programs that use medication as a treatment option. The development of medications that either cure certain types of mental illness or eliminate the symptoms of mental illness will provide tremendous opportunities to reduce correctional populations and establish better services for mentally ill persons. In addition, new EM technology and advances in drug dispenser technology will provide effective means to monitor populations and deliver proper dosages of medication to offenders sentenced to alternative programs in community settings.

Economic savings realized through reduced correctional populations in jails and prisons will provide an enormous incentive for the development and implementation of alternative sentencing programs for mentally ill offenders. The cost savings realized through alternative programs could allow funds to be better spent in other areas of public interest. Accordingly, economic savings will be a political issue in terms of support for alternative sentencing programs.

Both political opportunities and threats exist concerning the use of medications on mentally ill offenders in alternative sentencing programs. Different constituent groups and politicians will be competing for resources, initiatives, legislation, legal decisions, prohibition, and regulatory measures concerning program development and implementation. Therefore, public service providers and proponents of alternative sentencing programs must be aware of the political arena and degrees of support for new measures addressing mentally ill offenders. Consequently, the support of critical community leaders will be fundamental to transforming the planning process to actual system integration and program implementation.

The legal opportunities and threats that exist for alternative sentencing programs are based on the potential case law decisions by courts regarding the use of medications on sentenced offenders. Unfavorable court decisions could limit the application of medication to voluntary cases only, while favorable court decisions could allow greater use of medications as a mandatory means of treatment for sentenced offenders. Accordingly, collaborative efforts concerning alternative programs will need

to include representatives from the judiciary in order to forge positive alliances with judges who are most involved with the sentencing of offenders.

Organizational Analysis

The second step in successfully developing a strategic plan is to examine organizational strengths and weaknesses. By evaluating organizational strengths and weaknesses, it is possible to determine potential managerial approaches for successfully achieving agency goals and objectives. In this study, the STEPL model was used to evaluate organizational strengths and weaknesses of law enforcement agencies as they relate to the development of alternative sentencing programs for mentally ill offenders.

Sociological opportunities exist for the development of alternative sentencing programs as law enforcement organizations shift away from traditional policing models and apply the principles of Community Oriented Policing and Problem Solving (COPPS). The development of constructive integrated partnerships with other service providers has the capability to alleviate the community problems of homelessness, violence, and quality of life issues related to mental illness. Managers will have opportunities to redefine the components of organizational culture to better fit the objectives of finding long-term solutions and developing collaborative efforts in addressing mental health issues in society. In addition, the application of the greater use of critical thinking and independent problem solving strategies could lead to increased employee satisfaction in the workplace.

The traditional police culture that is resistant to organizational change presents the greatest threat and is a potential weakness to the effective development of community partnerships and alternative treatment methodologies for mentally ill offenders. The development of collaborative problem-solving strategies could be seen as a threat to certain subcultures within the organization and may contribute to negative reactions to program development and implementation. Accordingly, managers must be aware of the factors concerning organizational culture and the impact of change on organizational members.

Technological opportunities that exist for law enforcement organizations focus on the attitudes and skill level of employees concerning the expanded use of medication, EM technology, drug dispensers, and automated data bases in the profession. The continued developments of this technology will provide law enforcement a more constructive means of monitoring and controlling offenders living in the community. Accordingly, law enforcement managers must prepare their organizations to readily accept change and provide employees the needed training to effectively apply new technology to the workplace.

Economic issues that will affect law enforcement's ability to participate in alternative sentencing programs will be based on funding levels and budgetary constraints. Adequate funding levels will increase law enforcement's ability to participate in program development and implementation while limited funding will constrain these activities.

Law enforcement organizations will have a number of political issues pertaining to working conditions in integrated service delivery concepts such as the contents in memorandums of understanding in multi-agency collaborative approaches and various concerns brought forth on a regular basis by employee labor groups. Consequently, managers will need to be cognizant of applicable labor laws, contracts, meet and confer processes, and the degree of support within the agency prior to becoming involved in cooperative efforts with other organizations in program development.

Legal issues will revolve around the impact of court decisions and legislation on law enforcement's ability and authority to share information when working in partnership with other organizations in program development and implementation. Although outside influences, the impact of court decisions and legislation will affect employee attitudes and agency policy in relation to collaborative problem solving efforts outside of the organization.

Stakeholder Analysis

A comprehensive strategic planning process requires the analysis of opinions and degrees of support or opposition from key stakeholders. Stakeholders are those persons or groups who have an interest in the issue being addressed or who are affected by what the organization does in relation to the issue (Esensten, 2000). In this study, identified stakeholders are those persons or groups that have a primary interest in how public service providers address issues concerning mentally ill offenders as they relate to alternative sentencing programs.

Law enforcement officials are concerned with mental health issues because mentally ill persons constitute a large percentage of the homeless population; they are often involved in incidents related to substance abuse; they have a higher propensity for domestic and family violence, and the dysfunctional behaviors of mentally ill persons in public negatively affect quality of life issues in many communities. In addition, police officials are concerned with the effective use of organizational resources, liability issues stemming from use of force during police contacts with mentally ill persons, officer safety concerns, less-lethal force options, and the recidivism of many offenders that is prevalent in today's society. Law enforcement officials will most likely be in favor of programs that have the potential to positively impact any of these issues.

Jail administrators and correctional staff are concerned with reducing incidents concerning disruptive inmates and thus minimizing liability issues pertaining to incarceration and detention facilities. Administrators are also examining ways to alleviate overcrowding and reduce the costs associated with providing significant levels of services to mentally ill inmates. Accordingly, officials from correctional facilities will probably support alternative measures to reduce liability and overcrowding issues.

Mental health, social service, and health service providers are concerned with creating environments in which more clients are provided effective treatment and follow-up care in community programs. Service providers are also focused on increasing their ability to handle more types of clients, thus reducing the number of client disturbances in aftercare facilities and in community settings (Chavez, 1999). Officials would be

supportive of alternative measures that amended service capabilities and improved intervention approaches to break the cycle of incarceration for mentally ill persons.

Judges, district attorneys, and public defenders are concerned with due process issues, the rights of mentally ill persons, keeping the community safe from dangerous offenders, and reducing the rate of recidivism of criminals. Consequently, many in the judicial branch are willing to examine alternative approaches to traditional sentencing and punishment as long as community safety is maintained and constitutional protections are adhered to in the process.

Probation and parole officials are concerned with minimizing rates of recidivism while maintaining control of offenders sentenced to alternative programs. As such, administrators would be supportive of an alternative program that promised to maximize control while minimizing the probability of re-offending.

Mental health advocacy groups are concerned with law enforcement personnel treating mentally ill persons professionally and compassionately during police contacts. Advocates would support the application of ongoing training programs to address issues of stigmatization or labeling from law enforcement and other service providers. Advocacy groups would strive to ensure that the rights of mentally ill persons are protected and to communicate the message that society has the responsibility to assist mentally ill persons. Accordingly, most mental health advocacy groups would be supportive of efforts to improve services for mentally ill persons through the implementation of an alternative sentencing program.

Opportunity Mapping

Opportunity mapping is part of the strategic planning process whereby organizational services are examined based on levels of performance and value to constituents or clients. Services that are deemed to have high value but in need of improved performance are identified as an area of focus for the strategic plan. In this study, the findings of the NGT Panel indicated that the value of effectively dealing with mentally ill offenders is high, but performance levels are in need of improvement. Consequently, the development of alternative sentencing programs is seen as a potential opportunity for improving services. Opportunity Mapping for alternative sentencing programs is summarized in Table Four.

Table 4

Opportunity Mapping for Alternative Sentencing Programs

High

| | | |
|-----------------------|--|-------------|
| V a l u e | * Mentally Ill Offenders Opportunity | Maintenance |
| | Gripes | Overkill |

Low

Performance

High

The Strategic Plan for Alternative Sentencing Programs

The primary focus of the strategic plan is to change the entire approach addressing mentally ill offenders through the realization of integrated service delivery systems. The ultimate vision of alternative sentencing is to improve services for mentally ill persons and increase public safety through alleviating overcrowding in correctional facilities and reducing recidivism rates of offenders released into communities. Although the initial goals of alternative sentencing will be small, long-term aspirations are to develop comprehensive alternative programs for the mentally ill that are administered by designated Mental Health Courts throughout the United States (Dewine, 1999). Consequently, local interagency agreements and strategic policy designs will provide the means by which technology such as new medicines, drug dispensers, and electronic monitoring will be the instruments by which mentally ill offenders will be treated and monitored in a highly supervised community setting. Although programs will be designed to fit the needs of local jurisdictions, each program will have the same basic components: the identification of candidates; screening and needs assessment; criminal justice liaison and sentencing; and treatment and monitoring activities in the community (Conly, 1999).

The preliminary identification of candidates for program services is conducted by the arresting officer, service providers, or by referral from jail medical staff using uniform screening and assessment protocols to ensure timely diversion and treatment services. A client-tracking database provides valuable information for service providers having contact with mentally ill persons and allows for the expedient identification of mentally ill

offenders entering the criminal justice system. The system provides the means for offenders to move quickly in an integrated service delivery system and prevents instances of a person being constantly reassessed and re-diagnosed, thus delaying treatment (Conly, 1999; Chavez, 1999).

The screening and needs assessment consists of an in-custody diagnostic appraisal with a trained case manager or medical professional. A consolidated assessment prevents duplication of services and provides for the timely determination of treatment needs prior to judicial disposition and sentencing (Conly, 1999, Chavez, 1999).

The criminal justice liaison and sentencing component focuses on the expedient resolution of criminal charges through plea negotiation after a thorough review of the offender's criminal history; a summary of current dysfunctional behaviors; a complete diagnosis of the identified mental illness; and the formation of a post-custody treatment program. After sentencing, the offender is returned to a community setting with mandated treatment conditions under the close supervision of a case management team consisting of social workers, law enforcement, and medical professionals.

The treatment and monitoring components consist of administering medication to offenders, mental health and substance abuse counseling, educational services, employment training, housing placement, and monitoring of behaviors (Chavez, 1999). Case managers and law enforcement personnel work together to ensure that offenders are stable in the community and adhere to the conditions of probation or parole. Implanted drug dispensers are used to ensure that proper dosages of medication are

taken at the correct intervals and electronic monitoring technology displays the precise physical location of offenders to maintain conformity to alternative sentencing requirements.

The use of new medications in alternative sentencing programs and the application of integrated service delivery systems in the public sector will contribute to decreasing crime rates, better services for mentally ill offenders, reduced prison and jail populations, and lower recidivism rates of offenders. Accordingly, collaborative organizational efforts and advances in psychopharmacology will be vital instruments in making communities safer places in which to live and work.

Summary

This chapter presented and described the strategic planning process as it pertains to the development of alternative sentencing programs for mentally ill offenders. The strategic planning process is a structured approach for bringing anticipations of the future to bear on today's decision-making in organizational settings. The aims of strategic planning focus on concentrating organizational resources on identified priorities as well as enhancing both external and internal coordination within a changing environmental context. The ultimate goal of strategic planning is to develop a guide for setting priorities and convincing key stakeholders to support organizational objectives in the planning process.

The primary mission of the strategic plan focuses on improving services for mentally ill offenders through the realization of integrated service delivery systems. The ultimate vision of alternative sentencing is to increase public safety. Although the initial

goals of alternative sentencing are constricted, the long-term goal is to develop effective comprehensive alternative programs for the mentally ill that are administered by designated Mental Health Courts throughout the United States. A discussion of transition management strategies as they apply to alternative sentencing for mentally ill offenders is included in Chapter 5.

Chapter 5

TRANSITION MANAGEMENT

Introduction

Transition Management is the process of addressing the attitudes, feelings, and behaviors of employees during times of significant organizational change. As today's organizations are faced with rapidly changing environments, the stresses of abrupt adaptations in the workplace can contribute to a demoralized workforce and declining productivity. However, if well managed, the process of change can lead to a shared organizational vision and improved performance (Bridges, 1991).

While the strategic planning process focuses on identifying the need for change and creating a vision of desired outcomes, transition management is concerned with the actual process of change. Transition managers oversee the day-to-day process of change according to the strategic plan and their task is to help facilitate successful progress. Consequently, the activities that occur during the transition or implementation phase of the organizational change process are crucial to the ultimate long-term success of the strategic plan (Jick, 1993).

The implementation of the strategic plan for treating mentally ill offenders utilize new psychopharmacological medicines, drug dispensers, and electronic monitoring technology as important components of integrated service delivery systems in the public sector. Program implementation seeks to produce sustainable results through the development of comprehensive services administered by designated Mental Health Courts. The ultimate goals of alternative sentencing programs are to improve services

for mentally ill persons and increase public safety through alleviating overcrowding in correctional facilities and reducing recidivism rates of offenders released into communities. Accordingly, the primary aspect of the transition process is to prepare organizations and key stakeholders to successfully develop integrated service delivery systems in order to improve public safety.

Critical Mass

An instrumental point in the implementation of the strategic plan is assessing the views of key individuals and groups. Critical mass is the number of individuals or groups whose active commitment is necessary in providing the momentum for successful change to take place during the transition management phase (Harris & Beckhard, 1987). During times of organizational change, if those in the critical mass support transition efforts, then successful implementation of the strategic plan is most likely to occur. The support and involvement of key stakeholders are critical to the successful transition from traditional methods to integrated service delivery mediums for mentally ill offenders. The individuals and groups identified as the critical mass in the development of alternative programs for mentally ill offenders are:

- Law Enforcement Agencies
- Corrections (local and state)
- Mental Health Professionals
- Social Service Workers
- The Medical Profession
- The Judiciary

- District Attorney's Office
- Public Defender's Office
- Probation Department
- State Parole
- Mental Health Advocates

Commitment Planning

In order to succeed, a change effort must have a broad base of support, both inside and outside of the organization. This support should include managers, employees, other service providers, and key stakeholders. The use of a commitment plan assists in determining whose sponsorship is critical to the success of the change program. The commitment plan identifies key persons whose support is needed; defines the critical mass needed to ensure the effectiveness of the change; develops a plan to generate involvement; and creates a managing system to assess progress (Jick, 1993). The importance of integrated service delivery systems in the development of databases and comprehensive services for mentally ill offenders will require the explicit commitment of most, if not all of the key stakeholders identified as the critical mass. The Commitment Planning Chart for alternative sentencing programs is summarized in Table Five.

Table 5

Commitment Planning Chart for Alternative Sentencing Programs

| Key Players | No Commitment | Let it Happen | Help it Happen | Make it Happen |
|----------------------------|------------------|------------------|-------------------|-------------------|
| Law Enforcement | | | X | O |
| Corrections | | X | | O |
| Mental Health | | X | O | |
| Social Services | | X | O | |
| Medical Profession | | X | O | |
| Judges | X | | O | |
| District Attorney's Office | X | | O | |
| Public Defender's Office | X | | O | |
| Probation Department | | X | O | |
| State Parole | | X | O | |
| Mental Health Advocates | X | | O | |

* X = Current commitment for alternative sentencing programs

*O = Needed commitment for successful program implementation

Transition Management Strategies

The first priority in the implementation of the strategic plan is to organize a coalition of important stakeholders and service providers in order to share information and provide assistance on an informal basis. This coalition identifies the goals of alternative sentencing strategies and focuses on the progression from informal service arrangements to the development of formal service agreements (Chavez, 1999).

Support for program implementation is generated by recruiting political support from various constituent groups by stressing the benefits derived from implementation of the strategic plan. The potential for integrated partnerships providing effective services for the mentally ill can call attention to the issue and contribute to demands for action in improving upon current approaches. The desired outcomes of less recidivism, increased residential stability, reduced psychiatric hospitalization, and augmented participation in post-custody treatment programs can generate support from critical community leaders, legislators, the medical profession, and the judiciary. Consequently, engaging key decision-makers into the process can promote collaborative efforts in system integration and assist in the realization of program objectives (Chavez, 1999).

The aim of program implementation is to produce sustainable results through both short-term and long-term planning processes. Coordinated procedures are put into place to assist in system integration. Financial strategies are clarified in order to secure multiple funding sources to ensure continued program development and access to services. Personnel from the different disciplines are brought together to share different perspectives regarding treatment and supervision. In addition, cross-training is provided to maximize expertise and common approaches are developed at the service level to confirm that clients are viewed as a shared responsibility by all service providers involved in integrated service delivery systems (Chavez, 1999).

Although the initial goals of alternative sentencing will be small, the long-term ambition is to develop comprehensive alternative programs to accommodate local needs and service capabilities. Progress in the development of integrated service

delivery systems will take time due to each agency having to overcome organizational and structural obstacles. However, local interagency agreements and strategic policy designs will provide the foundation for using new technologies in monitoring and treating mentally ill offenders in highly supervised community settings.

Summary

This chapter presented and described the transition management process as it applies to the implementation of alternative sentencing programs for mentally ill offenders. Transition Management is the process of addressing significant organizational change according to the strategic plan. The implementation phase is crucial to the success of the organization. The implementation of the strategic plan for treating mentally ill offenders utilize new psychopharmacological medicines, drug dispensers, and electronic monitoring technology as important components of integrated service delivery systems in the public sector.

Critical mass is the number of individuals or groups whose active commitment is necessary for successful change to take place. During times of organizational change, if those in the critical mass support transition efforts, then successful implementation of the strategic plan is most likely to occur.

A commitment plan assists in determining whose support is critical to the success of the change effort. The commitment plan identifies key persons whose support is needed; defines the critical mass needed to ensure the effectiveness of the change; develops a plan to generate involvement; and creates a managing system to

assess progress. The successful implementation of alternative sentencing programs will require the explicit commitment of all of the key stakeholders.

The ultimate goal of alternative sentencing is to improve services for mentally ill persons and increase public safety. Accordingly, the primary purpose of the transition process is to prepare organizations and key stakeholders to successfully develop integrated service delivery systems in order to improve public safety. A discussion of the findings, implications, and conclusions as they apply to alternative sentencing for mentally ill offenders are included in Chapter 6.

Chapter 6

FINDINGS, IMPLICATIONS, AND CONCLUSIONS

Introduction

A large percentage of the correctional population in the U.S. suffers from mental illness. Although many mentally ill inmates could have received alternative treatment, the lack of resources and minimal coordination between different agencies have aggravated the problem of incarceration, with jails and prisons now being the largest mental health care institutions in the country (DeWine, 1999). Most mentally ill offenders are eventually released and their behaviors often affect the quality of life in many communities throughout the United States. Consequently, the dysfunctional behaviors of mentally ill persons substantially increase the likelihood of contact with law enforcement, thus continuing the cycle of arrest and incarceration.

Although new approaches are being used throughout the United States, perhaps the greatest possibilities for progress come from alternative sentencing of mentally ill offenders. The sheer numbers of mentally ill persons who are now incarcerated indicate potentially tremendous cost savings should effective alternative sentencing and treatment strategies be employed. However, alternative strategies must include effective treatment programs as well as maximizing public safety. Therefore, the public sector needs to develop integrated partnerships in creating strategies that allow for the maximum control of mentally ill offenders sentenced to alternative programs.

A possible future exists in which society uses advances in technology to provide viable treatment options to control the dysfunctional behaviors of the mentally ill.

Although accompanied by a myriad of social, legal, and ethical issues; the use of new technology in alternative programs could drastically reduce the financial and social costs associated with incarcerating the mentally ill in prisons and jails.

The purpose of this study was to forecast how advances in technology will affect the ability of society to reduce the costs of incarcerating mentally ill offenders through the application of alternative sentencing strategies. Specifically, this study focused on formulating both strategic planning and transition management policies in the development of alternative programs in order to improve services for mentally ill persons and increase public safety.

Discussion of Findings

Sub-Issue #1

What social issues will arise from using new technology as a component of alternative programs for mentally ill offenders?

A number of social issues could arise due to the use of technology in alternative programs for mentally ill offenders. One issue is that of perceived objectivity in the use of medication on sentenced offenders. Problems could arise if public perception was that sentencing and treatments were based on one's socioeconomic status or ethnicity rather than fair and objective standards. Further problems could arise should a broadly based definition of mental illness be applied to justify the use of medications on a wide array of offenders, many of whom would not be deemed mentally ill under traditional definitions.

Potentially divisive social and religious conflicts would also be brought to the forefront should advances in pharmacology bring about the reality of DNA modification as a treatment option for mental illness or using new medicines to cure mental illness. The use of medicines or the possibility of genetically altering human DNA, prior to birth or as a result of medical treatment, would create a number of issues. Concerns would arise surrounding the availability of care based on socioeconomic status; the determination of what types of physical differences would be deemed as ailments and thus subject to modification or treatment, and; objections from organized religion to the alteration of humans. These issues could create long-term conflicts similar to abortion and right-to-life issues that are prevalent in today's society.

Sub-Issue #2:

Will law enforcement build lasting partnerships with other professions in developing effective strategies in dealing with the mentally ill population?

The ability of law enforcement to build effective partnerships with other professions will be a significant factor in the ultimate success or failure of any alternative sentencing program for mentally ill offenders. In order for programs to be successful, traditional boundaries and "turf wars" would need to be eliminated and replaced by a system of integrated services that included law enforcement, corrections, mental health clinicians, substance abuse counselors, and the judiciary. The concept of system integration in which new arrangements between law enforcement and other service providers are put into place, provides the most promising alternative to traditional services. The implementation of integrated services has the potential to

increase public safety, reduce costs due to incarceration, and offer more case options and treatment plans.

Perhaps the biggest obstacle to implementing integrated service delivery systems is the remodeling of the different organizational structures. Any significant change in organizational structure will require a shifting of employee attitudes, the development of political support, comprehensive strategic planning, and effective transition management strategies. Accordingly, managers will be confronted with an abundance of organizational and environmental challenges in the development of integrated service delivery systems.

Sub-Issue #3

What legal issues will arise from law enforcement using medical information and centralized data bases in alternative programs for mentally ill offenders?

Confidentiality and privacy concerns will be the primary legal issues that emerge should medical information and centralized databases be used as a means to identify mentally ill offenders. Legal challenges would surround such issues as: determining access to databases; how information would be used; control of the databases; the effects of information on individuals; and how information affects society's perception of individuals listed in databases. As such, court decisions would be paramount to resolving many of these legal issues, thus paving the way for the continued development of shared databases.

Secondary legal issues would be brought forth concerning the use of medications on sentenced mentally ill offenders as a component of alternative

programs. The use of medications other than on a voluntary basis would generate legal challenges based on issues addressing civil rights and unusual punishment. Groups such as the American Civil Liberties Union and other advocacy groups might oppose the mandated use of medications on offenders outside of voluntary compliance. Therefore, court decisions would be a key factor in determining whether or not participation in alternative programs would be limited to offenders volunteering to be treated with medication as opposed to mandated medical treatment.

Implications on Leadership

The arrival of the Information Age has created tremendous demands on the public sector, particularly law enforcement agencies. New technology and rapidly changing social conditions have created more demands for service and increasing scrutiny of current service levels. As such, law enforcement managers are under added pressure to improve services within current budgetary parameters. Although fraught with difficulties and subject to different public expectations, tremendous opportunities exist for improving services for mentally ill offenders. The implementation of alternative sentencing programs that use medications as a primary treatment option have tremendous potential for significantly reducing prison overcrowding, improving public safety, and saving taxpayer monies.

The challenge for law enforcement leaders is how to develop effective working partnerships with other service providers in developing effective integrated service delivery systems. It is recognized that traditional organizational approaches will be ineffective and simply will not work if the goal is to develop comprehensive services for

mentally ill offenders. Therefore, leaders must use progressive approaches to develop partnerships that work in their jurisdiction and that allows for the development of new innovative strategies. One such challenge is the development of shared databases that will provide critical information in the identification, diagnoses, and treatment of offenders. Current restrictions on the sharing of information will have to be removed and greater communication between agencies will need to take place. This process will be an enormous hurdle for most public sector agencies to overcome. They simply are not structured to work effectively with other agencies. Accordingly, leaders from involved agencies will need to apply creative approaches in developing effective organizational structures that support the development of integrated services with other agencies. This will be a key to the eventual success of any program.

Another challenge for law enforcement executives is to generate support from important stakeholders in the development of alternative sentencing programs. Traditional groups will need to be convinced that alternative sentencing will maintain public safety and reduce recidivism. Advocacy groups for the mentally ill will need to be convinced that treatment plans are safe, fair, and humane. This is no easy task. Law enforcement officials will need to apply every strategic skill, management approach, and “people skill” that they have in developing enough political and community support for program development.

The final challenge facing the development of alternative sentencing programs is social, legal, and religious opposition to the application of technology in a law enforcement and correctional setting. Challenges to program implementation will be

made from a variety of interest groups, all with different goals and objectives. It will be critical for programs to have enough political support, legal backing, and continued funding to maximize the probability of success. More important, it will be absolutely essential for programs to demonstrate positive outcomes in reducing overcrowding, saving taxpayer monies, and improving public safety. Consequently, the implications on leadership are overwhelming, yet with the potential for dramatic improvements in public safety.

Recommendations for Further Study

The intent of this study was to examine how advances in technology will affect the ability of society to reduce the costs of incarcerating mentally ill offenders through the use of alternative sentencing programs. Specifically, this study addressed trends in incarceration; the challenges of incarcerating the mentally ill; advances in technology; and the use of technology in alternative programs for mentally ill offenders. In addition, this study summarized possible ethical, social, and legal issues that involve applying new technologies to alternative sentencing programs.

The findings of this study indicate that the future offers tremendous possibilities in the treatment of the mentally ill. New technology and advances in pharmacology could provide important tools in improving public safety, alleviating overcrowding in correctional facilities, and reducing recidivism of offenders released into communities. The entire approach in the treatment of the mentally ill could be changed through the use of alternative sentencing and treatment programs. The development of integrated

partnerships has the potential to effectively apply technology as a means to provide better services to mentally ill offenders while also improving public safety.

The development of new medicines, the use of drug dispensers, and the wider application of electronic monitoring technology could be the instruments of technology by which alternative sentencing programs will be used as the primary means in the care of mentally ill offenders. While EM technology may provide accurate real-time locations of persons, the use of implanted drug dispensers will ensure that mentally ill offenders receive the proper dosage of prescribed medications. In addition, computer-based databases can provide accurate information to authorities having contact with mentally ill persons.

Advances in technology and the development of new medicines offer a possible future where crime decreases, mentally ill offenders receive needed treatment, prison overcrowding ceases to be an issue, recidivism of offenders dramatically declines, and communities are safer places in which to live. However, in order for these possibilities to become realities, leaders must think “outside of the box” and devise new management strategies and organizational approaches in dealing with issues relating to mentally ill offenders. The following recommendations for further study are made based on the results of this research study’s findings:

1. Further research should examine the potential benefits and possible obstacles of applying new technology in the treatment of mentally ill offenders. Researchers could look at the aspects of potential cost savings, improved service levels, greater officer safety, and the more efficient use of public resources. Studies of this type should be

conducted with a perspective of achieving meaningful results for both clients and stakeholders from the application of new technology.

2. Specific studies should be conducted appraising advancements in psychopharmacology and the role of medicines in the treatment of mentally ill offenders as part of a comprehensive service approach. Studies of this type could determine that certain types of medication are more effective and long-lasting in the treatment of mentally ill offenders as compared to other types of medication. The results could then be used as a basis for actual program development.

3. Questionnaires could be completed by employees from different public sector organizations to determine their understanding and perspective concerning the use of alternative sentencing programs and the development of integrated service delivery systems. The results of such questionnaires could assist policy makers in the formation of strategic planning and transition management strategies.

4. Studies of current limited applications of integrated service delivery approaches could be used as a basis for looking at what works and what does not work. Successful approaches, if applicable to the reviewing jurisdiction, could then be used as a foundation in alternative program development.

5. Surveys of residents, the judiciary, law enforcement agencies, and important stakeholder groups could be used to determine the viability of developing alternative programs for mentally ill offenders in surveyed communities. The findings concerning the attitudes and beliefs of constituent groups could then be used in opportunity mapping or commitment planning strategies.

Conclusions

There are several results from this study that provide insights into examining the issues concerning the development of collaborative services for mentally ill offenders. The future will be determined by how organizations address a number of trends and events that are now occurring or will occur in the future. It is clear that leaders cannot sit back and wait for future events and outside influences to shape their organizations. Reactive approaches will doom organizations to the role of “catching up” and will contribute to eventual failure and disillusionment.

The development of new technologies and the public’s changing expectations have created even greater pressures on law enforcement organizations. Progressive leaders can use these demands in overcoming obstacles to change. One such area in need of improvement is the formation of services to better serve mentally ill offenders and improve public safety.

Tremendous promise exists for significantly improving services for mentally ill offenders through the development of integrated service delivery systems. Many identified trends and events favor the implementation of such programs and the process of opportunity mapping has identified these services as important but in need of improvement. The disjointed services that are currently provided by various agencies call for improvement and technology provides the means by which agencies can join together and develop programs that actually work.

Success in this arena will require bold and decisive action. The processes of strategic planning and transition management will be paramount to the success of

alternative sentencing. However, the stakes are high. The continuation of business as usual will only exacerbate the current conditions of this chronic social problem.

Organizational change and service delivery that is well planned and properly implemented promises to improve the quality of life in communities across the United States.

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